United Nations A/67/346/Add.6

General Assembly

Distr.: General
2 November 2012

Original: English

Sixty-seventh session
Agenda item 130
Programme budget for the biennium 2012-2013

Estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council

Office of the Joint Special Representative of the United Nations and the League of Arab States for Syria

Report of the Secretary-General

Summary

The present report contains the proposed resource requirements for the Office of the Joint Special Representative of the United Nations and the League of Arab States for Syria.

The estimated resource requirements for 2013 for the Office amount to $12,261,800 (net of staff assessment).

The General Assembly is requested to approve the 2013 budget for the Office of the Joint Special Representative of the United Nations and the League of Arab States for Syria and to appropriate the amount of $12,261,800 net of staff assessment ($12,964,200 gross) under the procedures provided for in General Assembly resolution 41/213.

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I. Office of the Joint Special Representative of the United Nations and the League of Arab States for Syria

($12,261,800)

Background, mandate and objective

1. The Security Council issued a presidential statement on 3 August 2011 (S/PRST/2011/16), expressing grave concern at the deteriorating situation in the Syrian Arab Republic and stressing that the only solution to the current crisis is through an inclusive and Syrian-led political process, with the aim of effectively addressing the legitimate aspirations and concerns of the population which will allow the full exercise of fundamental freedoms for its population. The General Assembly, in its resolution 66/176, condemned the human rights violations and welcomed all efforts made by the League of Arab States to address all aspects of the situation. The League of Arab States has actively considered the situation in the Syrian Arab Republic since August 2011, adopting a number of important resolutions. On 22 January 2012, the Council of Ministers of the League of Arab States adopted a resolution demanding that the Government of the Syrian Arab Republic implement its Plan of Action of 2 November 2011. It tasked the Secretary-General of the League of Arab States to appoint a special envoy to follow the political process. On 12 February 2012, the Ministers for Foreign Affairs of the League of Arab States adopted a new resolution reiterating their calls on the Syrian authorities to end the violence and implement the League's previous decisions. They called on the Security Council to take action. That call was also echoed in the subsequent resolutions of the League of Arab States.

2. On 16 February 2012, the General Assembly, in its resolution 66/253 A, requested the Secretary-General and all relevant United Nations bodies to provide support to the efforts of the League of Arab States, both through good offices aimed at promoting a peaceful solution to the Syrian crisis, including through the appointment of a special envoy, and through technical and material assistance, in consultation with the League.

3. In accordance with the above resolution, on 23 February, the Secretaries-General of the United Nations and the League of Arab States appointed Kofi Annan as their Joint Special Envoy to work closely with all the stakeholders and the international community to end the violence and the humanitarian crisis, and facilitate a peaceful Syrian-led and inclusive political solution that meets the democratic aspirations of the Syrian people through a comprehensive political dialogue between the Government of the Syrian Arab Republic and the whole spectrum of the Syrian opposition.

4. Joint Special Envoy Annan engaged with a variety of parties and international stakeholders with influence on the Syrian crisis. He identified the establishment of Security Council unity as key for creating the necessary pressure for a cessation of violence and the emergence of a peaceful political process. On 10 March 2012, the Joint Special Envoy travelled to Damascus and met with the President of the Syrian Arab Republic to present a six-point plan, which was subsequently endorsed in a presidential statement of the Security Council on 21 March 2012 (S/PRST/2012/6). This was followed by the Government's formal endorsement of the six-point plan on 25 March — which included the expectation that a suitable United Nations monitoring mission would be deployed to supervise a cessation of violence.

5. As envisaged in the six-point plan, a cessation of violence formally began in the Syrian Arab Republic on 12 April, which, in its earliest stages, was broadly adhered to by the Government and the armed opposition forces. Notably, the violence diminished dramatically and largely ceased across the country for a period of approximately five weeks. The cessation of violence of 12 April was followed by Security Council resolutions 2042 (2012) of 14 April and 2043 (2012) of 21 April. These established the United Nations Supervision Mission in the Syrian Arab Republic (UNSMIS).

6. Against the background of escalating violence in the Syrian Arab Republic, the Joint Special Envoy consulted with the Security Council before launching a new initiative to promote a peaceful solution to the Syrian conflict, in the form of an international Action Group for Syria. Concerted preparations by the Joint Special Envoy for the creation of this group began in mid-June 2012, resulting in the first meeting of the Action Group on 30 June 2012, chaired by the Joint Special Envoy. The participants included the Ministers for Foreign Affairs of the five permanent members of the Security Council, Turkey, Qatar, Iraq, Kuwait (with the latter three represented in their capacity as chairs of relevant components of the Arab League), alongside representation from the United Nations, the League of Arab States and the European Union.

7. In their final communiqué of 30 June (A/66/865-S/2012/522), the members of the Action Group identified steps and measures by the parties to secure the full implementation of the six-point plan and Security Council resolutions 2042 (2012) and 2043 (2012), including an immediate cessation of violence in all its forms; agreed on principles and guidelines for a political transition that meets the aspirations of the Syrian people; and agreed on actions that they would take to implement these objectives in support of the Joint Special Envoy's efforts to facilitate a Syrian-led transition. Within this framework, the Action Group was expected to help create international and regional conditions for a cessation of violence and the emergence of a peaceful political process inside the Syrian Arab Republic.

8. However, as the violence intensified and spread, on 20 July the Security Council extended the mandate of UNSMIS by a final period of 30 days, expressing, in resolution 2059 (2012), its willingness to renew the mandate of UNSMIS thereafter only in the event that the Secretary-General reports and the Security Council confirms the cessation of the use of heavy weapons and a reduction in the level of violence by all sides sufficient to allow UNSMIS to implement its mandate. Owing to increased levels of violence, the Security Council did not renew the mandate of UNSMIS, leading to the liquidation of the mission on 19 August 2012.

9. On 2 August 2012, Joint Special Envoy Annan announced his resignation. On 3 August, the General Assembly adopted resolution 66/253 B, in which the Assembly, condemned the increasing use of heavy weapons, human rights violations, and all violence, irrespective of where it comes from, including terrorist acts. The resolution called upon the Syrian parties to cooperate with the Joint Special Envoy with the aim of implementing the Geneva communiqué. The Assembly also demanded that all parties immediately and visibly implement Security Council resolutions 2042 (2012) and 2043 (2012) in order to achieve a cessation of armed violence in all its forms by all parties, thereby creating an atmosphere conducive to a sustained cessation of violence and a Syrian-led political

transition, and deplored the humanitarian situation in the Syrian Arab Republic. The Assembly also encouraged Member States to provide active support to ensure implementation of the transition plan set forth in the final communiqué of the Action Group for Syria.

10. In this context, on 17 August 2012, together with the Secretary-General of the League of Arab States, the Secretary-General of the United Nations appointed Lakhdar Brahimi as the Joint Special Representative of the United Nations and the League of Arab States for Syria. In his letter dated 17 August addressed to the Secretary-General (S/2012/65), the President of the Security Council reiterated the support of Council members for the Joint Special Representative. On 5 September 2012, the League of Arab States adopted resolution 7523 welcoming the appointment of the Joint Special Representative and calling on him to structure the new vision for the mission in the light of the changes.

11. In pursuance of the above, the broad activities of the Joint Special Representative in 2012 and 2013 are expected to be as follows:

(a) To use good offices aimed at bringing an end to all violence and human rights violations, and at facilitating a Syrian-led peaceful solution to the Syrian crisis. To that end, the Joint Special Representative will consult broadly and engage with all domestic and international stakeholders, including neighbouring States and other relevant countries, the Syrian authorities, opposition groups and other key civil society organizations. In consultation with the Under-Secretary-General for Political Affairs, the Joint Special Representative will advise the Secretary-General on the political process to help resolve the conflict in the Syrian Arab Republic. The Joint Special Representative will also advise the Secretary-General of the League of Arab States through appropriate channels;

(b) To work with all relevant entities of the United Nations and the League of Arab States to provide support to efforts to end the violence and promote a political solution. As appropriate, the Joint Special Representative will maintain close contacts and consultations with the United Nations High Commissioner for Human Rights and other relevant United Nations agencies, including the Emergency Relief Coordinator, and facilitate and support their efforts. He will also maintain close contacts and consultations with the International Committee of the Red Cross;

(c) As appropriate, the Joint Special Representative will brief the Security Council, the General Assembly and other relevant United Nations bodies, as well as the Ministerial Council and the Ministerial Follow-up Committee of the League of Arab States.

Cooperation with other entities

12. Substantive and administrative support for the Office of the Joint Special Representative is provided by the Department of Political Affairs and the Department of Field Support. In the implementation of the good offices mandate, the Joint Special Representative and his Office will continue to consult and coordinate closely with the Department of Political Affairs, the Department of Peacekeeping Operations, the Office for the Coordination of Humanitarian Affairs, the Office of the United Nations High Commissioner for Human Rights and the Office of the United Nations High Commissioner for Refugees. Cooperation will also be extended to the United Nations Development Programme (UNDP) and other

entities of the United Nations system operating in the region. The Department of Political Affairs and UNDP are co-chairing an inter-agency task force bringing all relevant United Nations entities under one umbrella in an effort to provide more efficient support to address and respond to any issues relating to the crisis. The Office of the Joint Special Representative in Damascus consults and cooperates with the United Nations country team in the Syrian Arab Republic.

13. In incorporating the principles of the global field support strategy, the Office will leverage the existing logistical and administrative capabilities of the regional Middle East missions, as well as UNDP, in the ongoing provision of critical support and coordination on a cost-reimbursable basis.

Performance information

14. Accomplishments for the period September-December 2012 are expected to reflect steps towards ending the violence and reaching a peaceful resolution of the conflict in the Syrian Arab Republic. This includes the facilitation of a political process for a peaceful Syrian-led transition as well as rallying enhanced international support and cooperation to that end. As part of the effort to build international unity and support, the Joint Special Representative travelled to the Syrian Arab Republic and to China, France, the Islamic Republic of Iran, Iraq, Jordan, Lebanon, the Russian Federation, Saudi Arabia and Turkey. He is also expected to travel to other countries in the pursuit of his mandate during the remainder of the year. The Joint Special Representative also briefed the General Assembly on 4 September and the Security Council on 24 September and 24 October. He is expected to provide further regular briefings to these bodies, as well as to the League of Arab States. These meetings could help to secure the necessary international and regional conditions for his work.

15. In the remainder of 2012, conditions are expected to emerge to allow for a sustainable and concerted political process, including greater international and regional unity and support, and greater cooperation and engagement by representatives of the Syrian society (from within the Government, opposition groups, civil society and other stakeholders).

Planning assumptions for 2013

16. The priorities of the Office will be to assist the Syrian parties in bringing an end to all violence and human rights violations and in facilitating a Syrian-led, inclusive peaceful solution to the crisis and a Syrian-led political transition.

17. Under the authority of the Joint Special Representative at the Under-Secretary-General level, the mission will have a structure consisting of 79 civilian personnel (31 substantive, 13 support, 35 security), and 2 Government-provided personnel in the capacity of military advisers.

18. The Office of the Joint Special Representative will relocate its headquarters from Geneva to Cairo, and establish an office in Damascus. Of the 79 positions proposed, 25 will be located in Cairo, 51 in Damascus and 3 positions in New York as an interim arrangement for the Department of Political Affairs to provide backstopping support to the Office of the Joint Special Representative in Cairo and Damascus.

19. Mission support staffing requirements incorporate the principles of the global field support strategy and existing capacities will be leveraged in order to achieve efficiencies and lighten the deployment footprint in the Syrian Arab Republic and Egypt. In this regard, the logistical support capabilities of the regional Middle East missions (including capacities based in Kuwait), and UNDP will be fully leveraged in the ongoing provision of critical administrative support and logistics coordination to a small mission support component deployed in Cairo and Damascus. In addition, the mission support and security components will be characterized by multifunctionality, including the pooling of driver functions. The administrative capacity will carry out budget, finance, human resources, general services, contract management, procurement, training and other administration activities. The logistics capacity will undertake communications and information technology, supply, transport, logistics, property management and any engineering functions required.

20. The mission support component will be headed by a Chief, Mission Support at the P-5 level, based in Cairo and holding the required delegations of financial, human resource and procurement authority, as necessary. He or she will be supported by a Logistics Officer (Field Service), two Logistics Assistants (Local level) and one Administrative Assistant (Local level).

21. The support component in Damascus will be headed by an administrative officer at the P-4 level, who will report to the chief of mission support in Cairo. The Administrative Officer will be supported by one Administrative Officer (Field Service), one Logistics Officer (Field Service), one Administrative/Finance Assistant (Field Service), one Logistics Assistant (Local level) and two Administrative Assistants (Local level).

22. It is assumed that there will be no infrastructure programme and that appropriate existing premises will be available, on a cost-reimbursable basis, to meet immediate requirements. Funding estimates will include requirements for alterations to make the facilities compliant with the minimum operating security standards.

23. Assets and critical supplies required will be sourced where available through the liquidation of UNSMIS, from the United Nations reserve or from surplus stock in other regional missions.

24. It is expected that travel will be undertaken by commercial means or on an ad hoc charter basis, with no resulting requirement for dedicated air assets.

25. The objective, expected accomplishments and indicators of achievement of the Office are set out below.

Objective: To achieve through peaceful means a Syrian-led political solution to the crisis in the Syrian Arab Republic, which will meet the legitimate aspirations of the Syrian people to dignity, freedom and justice, based on the principles of equality and non-discrimination

Expected accomplishments	Indicators of achievement
(a) The parties agree to end violence and seek a solution to the conflict through political means	(a) (i) Number of meetings held by the Joint Special Representative with the parties to the conflict, as well as with regional and international stakeholders, conducive to an agreement between the relevant parties *Performance measures* Estimate 2012: 100 Target 2013: 300 (ii) Reduction in the number of casualties resulting from the conflict in the Syrian Arab Republic *Performance measures* Percentage of reduction compared with the previous semester Estimate 2012: Second semester — 25 per cent Target 2013: First semester — 30 per cent Second semester — 40 per cent
(b) An inclusive Syrian-led political process is launched in a safe environment that provides for a political transition and aims at effectively addressing the legitimate aspirations and concerns of the Syrian people	(b) (i) Representatives of the Government of the Syrian Arab Republic and the whole spectrum of Syrian opposition groups engage in a credible and comprehensive political process *Performance measures* Estimate 2012: No Target 2013: Yes (ii) Road map or agreement is reached on a solution that meets the legitimate will and aspirations of the Syrian people and ensures full respect for their fundamental rights *Performance measures* Estimate 2012: No Target 2013: Yes
(c) Support efforts to end human rights violations	(c) (i) Release of detainees and prisoners related to the protests that have taken place in the Syrian Arab Republic since March 2011

	Performance measures Estimate 2012: No Target 2013: Yes (ii) State policies applicable to security forces are revised in accordance with international standards *Performance measures* Estimate 2012: No Target 2013: Yes
(d) Facilitation of the provision of humanitarian access to affected areas	(d) Humanitarian access is granted by all parties concerned *Performance measures* Percentage of people in need with access to humanitarian assistance Estimate 2012: 15 per cent Target 2013: 100 per cent

Outputs

- Provision of good offices and organization of consultations with all internal, regional and international parties concerned aimed at finding a political solution to the Syrian crisis
- Regular visits to the Syrian Arab Republic and other countries to promote a political solution to the Syrian crisis
- Advice to all Syrian stakeholders on best practices for reaching a negotiated solution, including on practical arrangements for the cessation of hostilities and other matters
- As appropriate, training workshops on negotiation processes for relevant stakeholders
- As appropriate, facilitation of negotiations between relevant parties to reach an agreement to end the conflict and put forward a political solution acceptable to all concerned
- Updates to the Security Council and the General Assembly and other relevant bodies of the United Nations and the League of Arab States, as appropriate, on the progress of the mission of the Joint Special Representative
- Public awareness-raising initiatives of the Joint Special Representative, including public statements stressing the importance of political dialogue, an end to violence and human rights violations, and humanitarian access
- Regular briefings to the diplomatic community, including members of the United Nations and the League of Arab States, on the political/security situation in the Syrian Arab Republic and the efforts of the Joint Special Representative

External factors

26. The objective would be achieved on the assumption that all domestic, regional and international stakeholders will fully cooperate with the Joint Special Representative.

Table 1
Resource requirements
(Thousands of United States dollars)

	1 January to 31 December 2012			*Requirements for 2013*			*Variance analysis 2012-2013*
	Appropriation	*Estimated expenditure*	*Variance under- (over-) expenditure*	*Total*	*Net[a]*	*Non-recurrent*	*Variance*
Category of expenditure	*(1)*	*(2)*	*(3)=(1)-(2)*	*(4)*	*(5)=(4)-(3)*	*(6)*	*(7)=(4)-(1)*
Civilian personnel costs	3 022.3	3 907.6	(885.3)	6 293.9	7 179.2	–	3 271.6
Operational costs	4 465.7	3 580.4	885.3	5 967.9	5 082.6	700.0	1 502.2
Total	**7 488.0**	**7 488.0**	**–**	**12 261.8**	**12 261.8**	**700.0**	**4 773.8**

[a] Net requirements after taking into account the estimated underexpenditures or overexpenditures for 2012.

27. The estimated requirements for the Office of the Joint Special Representative of the United Nations and the League of Arab States for Syria for the one-year period ending 31 December 2013, amount to $12,261,800 (net of staff assessment) and provide for civilian personnel costs for a staffing complement comprised of 79 staff members, including one Joint Special Representative (USG), and his staff (1 ASG, 1 D-2, 2 D-1, 6 P-5, 9 P-4, 7 P-3, 18 Field Service, 1 General Service (Other level) and 33 General Service (Local level)) for a 12-month period ($6,293,900) and operational costs ($5,967,900), comprising Government-provided personnel ($94,200), consultants ($200,000), official travel ($2,057,400), facilities and infrastructure ($1,324,300), ground transportation ($233,400), communications ($740,000) and information technology ($28,600), as well as other supplies, services and equipment ($1,290,000).

28. The variance between the 2013 proposed requirements and the 2012 appropriation is attributable mainly to the increase in the staffing complement, which in 2013 is proposed to provide for 79 positions to be located in New York (3 positions), Cairo (25 positions) and Damascus (51 positions), as opposed to 18 positions located in Geneva in 2012. The increase in operational costs is a result mainly of the required satellite communications and the need to provide for the rental of premises and alterations to make the facilities in Cairo and Damascus compliant with the minimum operating security standards set by the Department of Safety and Security.

29. The appropriation for 2012 is expected to be fully utilized.

Extrabudgetary resources

30. The work of the Office of the Joint Special Representative will also be supported through the Trust Fund in Support of the Department of Political Affairs, which will provide additional funds to cover unforeseen or expanded activities

during the course of the year. In particular, the Trust Fund will support additional budgetary demands for staff travel, meetings between international and regional stakeholders, meetings of domestic Syrian representatives, work of consultants and additional equipment costs.

31. Extrabudgetary resources in the amount of $628,000 is expected to be available for 2012 for staffing ($480,000) to cover the requirements for one Senior Political Affairs Officer (P-5) and two Political Affairs Officers (1 P-4 and 1 P-3) and for other operational costs ($84,000). These staff are based in New York within the Middle East and West Asia Division of the Department of Political Affairs and provide substantive support to the Joint Special Representative and his staff, in support of their good offices mission as well as support to United Nations senior leadership on the issue of the Syrian Arab Republic where the crisis continues to deepen and become more complex. An additional amount of $64,000 was available to provide for a Senior Political Adviser who, in support of the efforts of the Joint Special Envoy, facilitated negotiations in the spring with the Government of the Syrian Arab Republic and opposition on the cessation of violence. These activities have been funded in 2012 under the Trust Fund in Support of the Department of Political Affairs.

Table 2
Staffing requirements

	Professional category and above									*General Service and related category*				*National staff*			
	USG	*ASG*	*D-2*	*D-1*	*P-5*	*P-4*	*P-3*	*P-2*	***Sub-total***	*Field/ Security Service*	*General Service (PL)*	*General Service (OL)*	***Total inter-national***	*National Officer*	*Local level*	*United Nations Volunteers*	***Total***
Approved 2012	1	2	2	–	3	2	2	–	**12**	–	2	4	**18**	–	–	–	**18**
Proposed 2013	1	1	1	2	6	9	7	–	**27**	18	–	1	**46**	–	33	–	**79**
Change	–	**(1)**	**(1)**	**2**	**3**	**7**	**5**	–	**15**	**18**	**(2)**	**(3)**	**28**	–	**33**	–	**61**

32. The total staffing requirements for the Office of the Joint Special Representative of the United Nations and the League of Arab States for Syria will increase from 18 to 79 positions. The required staffing complement includes 31 substantive positions, 13 support positions and 35 security positions located in Cairo (15 substantive, 5 support and 5 security), Damascus (13 substantive, 8 support and 30 security) and New York (3 substantive to provide backstopping) compared with the 18 positions (16 substantive positions, 1 support and 1 security) approved in 2012 for the Office of the Special Envoy located Geneva.

33. The new staffing complement benefits from the experience and lessons learned of the previous mission (Office of the Joint Special Envoy of the United Nations and the League of Arab States on the Syrian Crisis) and is adjusted accordingly. The proposed structure would allow the strengthening of areas such as political affairs, human rights and public information, as well as administrative support.

34. The support component, which was comprised in 2012 of one P-5 Senior Administrative Officer in Geneva, would be strengthened and would be comprised of 13 positions in 2013. Five of these positions (1 Chief, Mission Support (P-5), 1 Logistics Officer (Field Service), 2 Logistics Assistants (Local level) and

1 Administrative Assistant (Local level)) would be located in Cairo. The remaining eight positions (1 Administrative Officer (P-4), 1 Administrative Officer (Field Service), 1 Logistics Officer (Field Service), 1 Administrative/Finance Assistant (Field Service), 1 Administrative Assistant (Field Service), 1 Logistics Assistant (Local level) and 2 Administrative Assistants (Local level)) would be located in Damascus.

35. The presence in Cairo and Damascus would also require the strengthening of the security component. The proposed staffing complement would increase from 1 position in 2012 to 35 in 2013. Five of these security positions (2 Security Officers (Field Service), 1 Security Assistant (Local level) and 2 Drivers (Local level)) would be located in Cairo. The remaining 30 security positions (1 P-4, 1 P-3, 6 Security Officers (Field Service) and 2 Security Officers (Local level), 1 Security Analyst (P-3), 2 Security Liaison Officers (Field Service), 1 Guard Supervisor (Local level), 10 Security Guards (Local level) and 6 Drivers (Local level)) would be located in Damascus.

II. Action required of the General Assembly

36. **The General Assembly is requested:**

(a) **To approve the 2013 budget for the Office of the Special Representative of the United Nations and the League of Arab States for Syria in the amount of $12,261,800 net ($12,964,200 gross);**

(b) **To appropriate under the procedures provided for in paragraph 11 of annex I to resolution 41/213, an amount of $12,261,800 under section 3, Political affairs, and an amount of $702,400 under section 36, Staff assessment, to be offset by a corresponding amount under income section 1, Income from staff assessment, of the programme budget for the biennium 2012-2013.**